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ABSTRACT

With the acceptance of the concept of life-long integrated education, education is seen as a global system which not only prepares people for life, but which is an integral part of life itself. Before the introduction of Western systems of education, Asian education was related to one's position in society. However, Asian countries now show their belief that education is one of the most important keys to development by devoting high proportions of national budgets to it. The current difficulties of formal education include: (1) education-employment antinomy, (2) education-manpower inbalance, (3) education and its anti-rural bias, (4) the closed system of education, and (5) the cost of education. To solve these problems, entire school systems will have to change. This process can be accelerated by fuller university involvement in adult education. Asian universities have a solid base to build a program of continuing education. Thousands of adult students are being served by extension courses. Up to now, the role of the universities has remained limited in the field of continuing education. This condition results from unchanging attitudes from within and lack of financial support from without. There is, in addition, a need for smooth working machinery; organizational patterns must be worked out on a country by country basis. UNESCO will extend aid to those governments engaged in adult education programs. (CK)

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THE EDUCATION CONTINUUM -
A Neglected University Responsibility

Inaugural Address

by

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Deputy Director-General

to the

Conference on Continuing Education

of

Universities in Asian and South
Pacific Region

Madras University
Madras, 26 December 1970

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THE BACK-DROP TO THIS CONFERENCE

May I first express my appreciation of the initiative taken by the Indian University Association for Continuing Education in calling this meeting of Vice-Chancellors and University men and women to consider the rôle of Asian and South Pacific Universities in Adult Education. I am particularly proud that my Alma Mater, the University of Madras, is host to this meeting and I offer my congratulations to its distinguished Vice-Chancellor, Thiru Sundaravadivelu for making Tamil Nadu and this old University the site for this historic Asian rendez-vous.

Unesco is pleased to be associated with this meeting. Since the early years of the Organization we have been concerned with the education of adults as well as of children, with elementary as well as with higher education, with education in school as well as with education out of school. But, we must admit that until recently there has been a tendency, not only in the Member States, but also in Unesco, to look at education in compartments. The formal system - primary, secondary and higher - has developed in one way, and the various forms of adult education have developed in different ways, so that we have no adult education systems.

Now, however, with the acceptance of the concept of life-long integrated education, education is seen as a global system which not only prepares people for life, but which is an integral part of life itself. The concept of life-long education has given new impetus to the creation of comprehensive adult education systems linked both with the formal education system and with national development plans.

I am glad that the sixteenth session of Unesco's General Conference, which concluded only a few weeks ago, endorsed and welcomed this approach and I see in your meeting a major advance towards the attainment of these goals in Asia. Universities have long played, by intent or chance, a dominant rôle throughout the formal education system. Till now they have had only a marginal rôle in adult education, but they are in a position both to strengthen the total adult education enterprise and to provide many of the linkages needed with the formal education system. Above all, in the not too distant future, universities must become both adolescent and adult education institutions, and so the well spring for life-long education. And it is to the mapping of a programme that can attain this triple purpose that I call the Conference.

Before the introduction of Western systems of education, Asian education was of course related to one's position in society. Those at the top, the Guru, the Bikku, the Brahamana, the Dukin, the Mufti, disposing of considerable leisure time, were engaged in highly intellectual pursuits throughout their lifetime - they studied philosophy, the great scriptures, the arts. Those lower down the scale who had to work, the Sudras and farmers, acquired their education "on the job". Their educators were their elders (who passed on cultural traditions and attitudes) and employers. In this traditional way of education, which had serious other

defects, one's life, work and study experience were completely integrated and learning was in fact life-long. In contrast, formal education took the child out of his community milieu and prepared him, in an artificial setting, for work in the "modern sector" - that is, mainly for ancillary administrative and clerical functions or for teaching in the new type of schools. In such schools links with Asian culture were minimal. The teaching drew for its contents largely on imported knowledge, and scholarship was devoted to work on texts and not to the study of the real problems of life. And so the system of book learning developed. Education tended for the teachers to be an end in itself, and for the taught a way to status and position rather than an instrument for problem solving.

On the other hand, countries in this region show their belief that education is one of the most important keys to development by devoting high proportions of national budgets to it. But we are coming to realize - this is true to some extent all over the world - that the sort of educational systems operating today are discouragingly dysfunctional when we compare them with the world they are supposedly preparing people for.

DYSFUNCTIONALITY OF FORMAL EDUCATION

Education-employment antinomy. All Asian countries are faced with problems of unemployment because the population has increased much more rapidly than job opportunities. Some years back the unemployed were largely uneducated. Even primary education gave access to a paid job. This is no longer the case. In India in 1960, 2 1/2% of the unemployed were in the professional, executive, highly-trained technician and managerial category. By 1968, this figure had climbed to 8 1/2%. In Ceylon, Pakistan and the Philippines, unemployment statistics show the same tendency. There are two facets to this problem of education and employment. First, there are not enough jobs for the people, whether they are educated or uneducated and this is primarily due to the wrong economic policy that the States are following. Second, the uneducated get jobs more quickly because they will accept what is going, whereas the educated do not accept any job or adapt to that offered. Is there a basic antinomy in the education-employment nexus as presently conceived in our non-socialist Asian countries?

Education-manpower imbalance. Alongside the manpower excesses from formal educational systems, we find various manpower shortages which act as a restriction on development. Some years ago critical shortages were in higher level manpower. Now, increasingly, the shortages are found in a wide variety of so-called middle-level personnel. Is there thus a built-in imbalance between manpower demands and the education system? Manpower economists are still struggling to quantify and correct this imbalance and need all our help and co-operation.

Education and its anti-rural bias. In spite of the fact that a rise in the standard of living for the population in general (urban and rural) depends on a significant rise in the standards of living in rural areas, both parents and children have regarded school education more as an escape route from rural life than as an instrument for rural development. This of course is also a result of the neglect of and discrimination against our countryside. Alongside with

national policy centred on rural development, the content and processes of education must be changed so that it prepares people who can and will change the rural environment.

Educational system, a closed circle. Educational systems have become like closed circuits. Getting through school has become an end in itself. Primary school teaching has largely been geared to the entry requirements of the secondary schools, which in turn have geared their work to the entry requirements of institutions for higher education, and in higher education there has been a tendency to concentrate on education for the sake of education rather than as a preparation for life. The result is that a student is regarded as highly educated not because he understands, for example, the problems posed by the green revolution to his village society, but because he is highly graded to enter the next school year - with a 60 or 65% pass mark. Most teachers have gone straight from school to teacher-training college or a university and then straight back to the school as a teacher without ever having worked outside the educational system. The efficiency of the education system has been judged mostly on criteria of internal efficiency such as average passes, the teacher-pupil unit cost etc., and the demands of work and life such as the malnutrition of the pre-school child or the worker take on secondary importance(1).

Education and station in life. Far too often peoples' station in life has been determined by the formal education they have received in childhood and youth. There has been a tendency for the unschooled to remain on one shelf in life, as landless labourers or housewives, for the primary school leavers to remain on the next shelf, as small farmers or shopkeepers and so on until we reach the academically-trained élites of politicians and professors. These élites have developed their own language and communications systems based on familiarity with the written word and foreign languages, their capacity for abstraction, and their easy access to communications media and information, while the masses have gone on living in the world of the spoken word, concrete experiences and oral traditions. Until recently, the masses have accepted their "station in life" as hewers of wood and drawers of water in a society governed by the élites. But the growing understanding of their rights, the rights of man through broadcasting, first radio, now television, and the cinema have led them to question the status quo, their station in life and the lives, values and powers of the élites.

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(1) In reaction to the failure of the schools, the world of work has had to develop its own educational system, although it is not so-called. Most employers regard their new personnel not as trained, but perhaps as trainable. Farmers, businessmen and industrialists have developed their own training systems based on trial and error, proceeding from empirical considerations, relying but little on the formal education system.

It could well be that the training systems developed in the world of work could benefit from research findings of professional educators, but it is at least equally certain that the formal education system could benefit from studying the informal empirical systems that have developed outside the school systems.

Education, a costly good. The costs of education have gone on rising, because of its quantitative expansion and its high unit cost. But the pay-off of education has developed much more unevenly. When what has been learned in school has to be forgotten if the student is to be re-integrated into his society, then the pay-off of his education, in terms of learning skills and attitudes to work is nil or negative. There are exceptions. In some cases the pay-off is quick and considerable, not only to the individual, but to society. But that too often smacks of being a rental or monopoly tribute, economic, social or cultural. And so the question remains, how much of the education being provided today has value in terms of what it can contribute to individual or economic, social and political development?

The need for reform, for the introduction of innovative measures is thus clear. Hitherto there has been a tendency to regard adult education as a temporary measure - as something that was needed only until access to formal education had become universal.

But no formal school system, however renovated, can convey all the information one will need throughout one's life. Children going to school today will have to be retrained for new jobs several times during their working life. The rapid technological and social changes in today's world make life-long education a necessity and therefore the organization of further education for adults is becoming increasingly important in all societies.

ADULT EDUCATION'S INNOVATION IN UNIVERSITIES

A four-fold task. In the long view, entire school systems will have to change because opportunities for further out-of-school education will make for an alteration in the functions of formal schooling. But I believe we can accelerate this process through a fuller university involvement in adult education. The pragmatic nature of the adult education approach - its tendency to respect the realities of students' lives and needs - can have an innovative influence on the university.

In discussions about university involvement in adult education, we always talk only about how the university can serve the community. This is right. It is only natural that university people, who are privileged in comparison with so many others of our fellow citizens in the poor Third World should be conscious of this aspect. They should serve the community of which they are part.

But arguments about services to the community have tended to disregard how much the universities themselves can gain from involvement in adult education. Let us turn the traditional view around for a moment and ask not what the university can give to the community but what the university can learn from the community.

Adult education means essentially teaching people who already have a lot of knowledge and experience, concerns and responsibilities and most university people who have taught adults have themselves learned a lot from their students. G.M. Trevellyan used to say that in adult education there are no teachers and students but only fellow learners. All of us can testify to this truth. Adult teaching, if it is worthy of its name, is not a monologue but a dialogue.

Adults evaluate what they are learning in the light of its relevance to their lives - their jobs, their families, their social situations. If they go for diplomas or other paper qualifications it is because employers want them, or are thought to want them - not for their intrinsic value. In this adult search for relevance the real problems of people - industrial workers, army officials, politicians, civil servants, housewives, farmers - move right into the seminar room of the university and the gulf that has so often separated the academic from the ordinary man narrows.

With proper feedback, many of the emphases and processes which have always characterized adult education teaching can have an important innovative influence on the methods and processes in internal university courses:

(a) Internal course content may be affected when adult students taking the course react negatively or critically to the material. Several subjects that are now well established in the curricula of universities have first been taught outside the examination structure to groups of adults and from there fed into university courses.

(b) Relationships between professors and students may change. One of the clamours of our young students is to be given some responsibility, some right to form their own judgements, more right to discern, some right to take part in their own decisions about what to learn and how to learn. These rights have long been recognized in all adult education programmes and I know countries where people engaged in university extension or extra-mural studies are now teaching their colleagues how to teach - in an effort to make the educational processes of the universities more mature and adult.

(c) In many universities individual and group work done by adult students has contributed directly to the research work of the universities.

(d) Moreover, in the same way as universities by teaching the products of the secondary schools in its internal courses glean valuable insights into the workings of the secondary schools as preparation for university studies, so too the universities by involvement in adult education gain insight into how badly or adequately the formal education system prepares people for the tasks of life and for further education in adult years.

Let me give a specific example of a case where university involvement in a rural development project has had an effect on the university itself. Ahmednagar College in India has since 1961 run a comprehensive rural area extension programme involving literacy teaching, constructions of materials facilities, improvement of agricultural techniques, the establishment of co-operatives at the production level, and the provision of family planning clinics. Students are involved in the project and receive diplomas in community development. A report from 1967 states that "there has been a definite improvement in the processes of teaching and learning, especially in the social sciences, due to the

direct confrontation and involvement of both faculty and students in the problems of the surrounding society".(2)

In short, then, both direct and indirect involvement with adult teaching opens up the university to the world outside, and leads to questioning of conventional academic approaches to learning(3). And changes in the university cannot help but have a "drip-down" effect on the secondary and primary systems.

The educational system in this part of the world to a large extent has been built on inspirations from other cultural traditions, mainly European, and there are many resulting points of contrast and incongruence between our education, Asian traditions of education and the realities of life outside of our schools and universities. A change of our attitudes and approaches which will take more account of the economic, social and cultural milieu of the students is needed. And it may well be that the university teaching of adults who are always vocal about their milieu will be a forerunner for the badly needed reform of internal university courses and give such courses a real functionality in relation to the needs of society.

Continuing education as the major ingredient of needed university reform. But more, much more is involved than the four-fold problem of how to involve universities in teaching adults, in offering adults extension courses, in preparing adult educators and in carrying out research. My feeling is that the relation of universities and the adult world is today an inseparable part of the whole university reform. In other words, the important and fundamental university reform - to link universities with society and with life, to make universities even responsible for some parts of public life, to change the nature of the institution as such - cannot be achieved if there is not a real change in the relationship between universities and the "adult society", if tertiary institutions are not opened to all members of society, if universities do not become first-rate lifelong institutions. The problem is thus not only to promote a neglected activity called adult education in universities in Asia and other parts of the world, but rather to consider this neglected responsibility as an integral part of the university and university reform.

This was particularly clear during the events of 1968. Students then were fighting for the doors of the universities to be opened to workers, to adults without formal schooling; they were fighting for a wider approach to research and for the transformation of universities into institutions not for, but of éducation permanente, because they said that their objective of fundamentally transforming universities could not be achieved only by taking into account the problems and the position of the regular, adolescent students. I would like here to hark back to those hectic and creative days and quote an extract from a report of Des Commissions inter-grandes Ecoles de Nancy, June 1968:

(2) S.K. Hulbe, "The Social Obligations of a College" in "Higher Education in India", Bombay, 1967.

(3) For a discussion of the distinction between the direct teaching rôle of university adult education departments and their other education functions, see "Report on the Unesco Regional Seminar on the Rôle of Schools and Universities in Adult Education", Sydney, 1964.

"'Education permanente' (or life-long education) is not merely a new function of the university; it means reviewing the whole conception of all the university's functions. It would not seem that the problem viewed in this way can be approached on the basis of the characteristics and possibilities of the university as it is at present, as a sort of appendix to traditional training. On the contrary, it must be seen as a much wider problem, of which university training is, in the end, only one aspect, one factor.

As has been seen, the university is therefore inconceivable outside the framework of life-long integrated training - at least in the near future - but it is not central to it. On the contrary, it is simply one link, and one of the factors in life-long training."

There was the same fundamental question raised at the Congress of University Adult Education, Montreal, August 1970:

"If adult education is understood as extending far beyond the formal teaching of selected subjects in organized classes and as embracing the variety of means whereby the university purposefully and directly contributes towards the well-being of society, 'adult education' is likely to become the most important aspect of its relationship to the community.

When universities are undergoing such profound change, and when one university varies so widely from another, the question arises whether the change and variety, temporally and spatially, are too great for any permanent and universal concept of 'university' to retain any validity. To ask the question is not a mere semantic exercise. It is impossible to discuss 'university adult education' meaningfully unless there is an approximate agreement about the nature and functions of universities."

What then is a university? Is it a learning and research experience for 3-5 years of one's adolescent life, or is it that for all of one's adult life?

ASIAN UNIVERSITIES INVOLVEMENT IN CONTINUING EDUCATION

But we do not start from a blank slate. We have a solid base in our universities to build a programme of continuing education and it is to this base that I now turn.

Extension. Many thousands of adult students are being served by extension and extra-mural courses. The first adult extension courses at the University of the Philippines began in 1936. This university offers university-level evening courses attended by tens of thousands. It has devised a system for extending its services to those who are unable to attend courses at the university itself or at one of its extension branches: a professor goes out to the area, consults with the students and gives them assignments, and returns after a period to assess

progress. The two universities of Hong Kong have offered an impressively large selection of extra-mural courses for several years(4).

At the University of Singapore a department of extra-mural studies was created in 1963. It offers a broad selection of non-credit courses on subjects ranging from family life to important problems of Singapore and South-East Asia. Some courses at the University of Singapore even take the form of advanced study groups(5). Japan has just been getting into extension work. The success of Osaka University's experimental lecture series begun in 1968 and open to the general public, points towards an expansion of this sort of work which up to now was neglected in Japan(6). In Burma, the staff of the University of Rangoon teach evening classes towards a degree at the Workers' College of Rangoon.

Several Indian universities have been doing extension work as well. Three Indian universities have formal departments of extra-mural studies: Mysore, Poona and Rajasthan. Since 1932 Mysore University's department of extension and publications has been offering lecture series in the local language, Kannada and printing them. Poona University's Board of extra-mural studies has been active since 1948 and has established extra-mural centres for primary teachers in towns of over 10,000. This university organizes popular lectures and has a summer school.

Rajasthan University has had a full fledged department of adult education since 1967. Apart from Australia, to my knowledge, this is the first one in this part of the world and I believe that we owe this to the inspiration of our beloved President Mohansingh Mehta. The guiding principle for this department has been community service. A five-month survey was used to identify the needs for adult education that were not being met. As a result, the traditional extra-mural courses were not developed. The department is located in a predominantly rural area where it organizes simple and practical courses that the survey revealed as needed, among them shorthand and typing, improvement of English and home gardening. There are also refresher courses for professional and occupational groups, mainly teachers, engineers, labour and welfare officers. Five adult education centres have been created by the university. Several extension lectures are also organized(7).

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(4) A.A. Liveright "Summary Report to the Commonwealth Fund of the Carnegie Corporation on Adult Education Status and Needs in India, South-East Asia, Australia and New Zealand", Adelaide, 1967.

(5) L.H. Pick "The Department of Extra-Mural Studies at the University of Singapore", 1970.

(6) K. Komada "Some Experiments in University Adult Education at the University of Osaka", Montreal, 1970.

(7) E.K. Dandiya "A Review on Experiments in Adult Education at the University of Rajasthan", International Congress of University Adult Education Journal, May 1970.

Correspondence courses. At the University of Rajasthan there is a correspondence institute. The University of New Delhi has been organizing nation-wide correspondence courses for the Bachelor's Degree since 1962. The Chinese University of Hong-Kong has also offered correspondence courses, as does Padjadjaran University in Indonesia.

Community service. The Rajasthan University survey revealed that 58% of the teachers involved in literacy teaching did not enjoy literacy work. Hence, here was one area where the university's help was needed: in better preparing the teachers and in developing good teaching and reading materials. A training programme for literacy teachers and workers was therefore established. A year-long training course for instructors of modern agricultural techniques at village level exists in some Japanese universities. Japan's social education consultants, at least one of whom every municipality is required by law to employ, are also trained at a special university course.

The University of Manila has been involved in a great deal of agricultural extension work. It has organized training programmes for community development workers and orientation schools for mayors and technical agency personnel at the municipal level. On the university campus at Thu Duc in the Republic of South Viet-Nam, an institute of applied research in rural life has been created, but the war has prevented it from functioning as planned. At the University of Tribhuvan in Nepal as early as 1966, plans were made to bring together representatives of the various agencies involved in literacy and adult education work in Nepal to shape a comprehensive policy. I am citing this poignant action as an indicator of how every university, without exception, despite extremely limited means, can contribute resources to adult education.

University adult education courses. Only in universities in India and Japan do courses of study in adult education exist. Singapore, Malaysia and Thailand are planning courses. In Thailand it can be studied as a subsidiary subject in two institutions, but a July 1970 report states that no one was presently enrolled(8).

University and the illiteracy scandal. Given the strength and the internal momentum of the formal education systems it is not surprising that most adult education has been an outgrowth of the formal education system, which has found its patterns from the institutional set up of the formal system rather than deriving its structure from dealing with the problems to which adult education addresses itself.

But there has also been another trend in the development of adult education in the Third World particularly in Asia. Problems of poverty, low productivity, malnutrition, sickness and illiteracy as well as underutilization of resources, especially human resources have pressed and are pressing for urgent solution. So adult education in the form of social education, literacy drives, community development, agricultural extension, home economics, workers' education etc. has

(8) S. Vichitsonggram "General Problems in Education and the Proposal for the Development Plan of University Adult Education in Thailand", International Congress of University Adult Education Journal, July 1970.

developed in direct response to such pressing problems. Tremendous efforts, from governments, universities and voluntary workers, have gone into these many kinds of adult education and the improvements that have taken place in the standards of living bear evidence that a good deal has been achieved.

With the benefit of hindsight, it is however possible to say that even greater achievements would have been possible if the often dispersed efforts had been better co-ordinated, if there had been earlier evaluation of results and analysis of problems and procedures. I do not think it is an exaggeration to say that it is only with the commencement of the functional literacy pilot projects following the Teheran Conference in 1965 that comprehensive modern planning techniques have been applied to major adult education projects in Asia.

The functional literacy project in Iran has proceeded from careful base-line studies, i.e. an analysis of the pre-project situation in order to identify development problems and priorities. The next stage was a highly differentiated process of curriculum construction taking into account the background, the aspirations and the functions of particular groups of adult learners; then teaching materials were designed and tested in experimental classes before being put to wider uses. All steps of this process have been combined with training of both international and national staff.

When the project started, the sole purpose was to find ways of making urban and rural people functionally literate, but in the process it has become apparent that lessons have been learned that have far wider application. I visited the project in Iran two months ago and Unesco's five education directors organized a seminar two weeks later at the project site in Isphahan and here are its wider aspects.

First, in other types of adult education than literacy, the concept of a purpose-designed education based on a careful identification of needs and interests.

Secondly, of even greater importance, we now believe that the methods developed in this kind of out-of-school education have relevance for the formal education system, including higher education. An analysis of the problems that people, including school pupils and university students, have to cope with brings greater relevance, greater functionality both into the curriculum and the teaching methods as I have earlier remarked. Do the disaggregated course content and the functional learning techniques of the learning experience in this project account for the startling result that the Minister reported to me? Out of 80 farmers who attended the two functional literacy courses for a total of 18 months, and sat for the six-year primary school diploma at the end, 50 obtained it. Six years of school education in 18 months of out of schooling!

Universities all over the world have been slow to associate themselves professionally with literacy work. For too long there was a feeling that this work did not require much in the way of specialized skills. This is not so. Now universities are beginning to realize that they have a fundamental rôle to play in

research, in the design of curricula and teaching materials and in training at the higher levels. And the university rôle is not restricted to one particular university department. The linguists, social scientists, agriculturalists, engineers and pedagogues to mention only a few have contributions to make. In making these contributions, by applying their knowledge and skills to new problem constellations, they become aware that their newly-gained experience has an important transfer value to their ordinary university teaching and research.

It has undoubtedly been a handicap for the development of adult education that this university involvement has come so late - and is still lacking in so many countries. In one Asian university that I know of, there is a senior staff of 30 in the faculty of education, of whom only one devotes part of his time to adult education.

The experimental literacy projects have shown us that there is no shortage of people who are willing and able to learn. There is not even a shortage of potential teachers in most countries. The bottlenecks are in the training of teachers, in the design of programmes, in the production and distribution of reading matter and teaching materials. In other words, the constraints are precisely in the university areas, in the areas where the highest levels and the interdisciplinary nature of skills are needed.

The universities must also assist governments and all those involved to work out comprehensive strategies for the development of adult education. And only the universities can provide this assistance. Technological development has increased the number of alternatives - and combinations of alternatives. What should be the respective rôle of radio and television, of correspondence education, of programmed instruction, of evening classes, of training on the job, of day release, of residential adult education? Time is against us. The technological development of the communications media has proceeded so fast that the utilization of these media for educational purposes is lagging way behind their use for propaganda and entertainment. How much should be devoted to training of teachers and instructors, how much to the production of teaching materials? These questions are pressing for answers, and how can rational answers be given in the absence of research and cost-effectiveness studies which only you can undertake.

THE ASIAN BALANCE SHEET

What does this Asian canvas of University Adult Education show? It shows that the rôle of Asian universities has remained limited. Most universities are as yet not in the picture. And so we have a long way to go to act on the Sydney and Jaipur recommendations(9). Why this lag?

(9) See Regional Seminar on "The Rôle of Schools and Universities in Adult Education", op.cit. and Conference on University Adult Education, Jaipur, 1965, Report of the Conference on University Adult Education, Jaipur, July 1965.

First, are the attitudes within the university itself. A recent Thai report on the status of adult education in Thailand says: "The obstacles the university faces in starting teaching and research may relate to the question of manpower and budget. But the more serious problem is that our universities lack initiative and interest to be serious about this field of education" (10). If universities have not themselves fully realized the benefits, direct and indirect, which can be derived from adult education they have of course been in a weak position to argue for increased allocation of funds to university adult education activities.

Secondly, there is lacking outside support. There is an interesting remark in the Jaipur report which says universities should "develop the political skill to secure the necessary assistance of government and industry"(11). This skill can derive its objective support from careful cost-benefit evaluations of the adult education work that the universities plan.

Thirdly, is the absence of knowledge of the impact of the proposed programme. The key to obtaining the necessary financial resources is to demonstrate results in terms of economic and social advancement, not only for the immediate participants in adult education courses, but for the community to which they belong. Although attendance records and in some cases examination and test records have been kept thereby indicating the quality and quantity of adult education, too little has been done to study its impact on peoples' lives and standard of living. In commenting on the examinations system of schools, Epictet said he would not ask sheep to vomit to see how much grass they had eaten, but judge this from the amount of wool they were growing. By following the activities of adult learners, their adoption of new practices, changes in their productivity and their participation in the life of the community, some estimates of the benefits of adult education can be computed. Here the valuable experience from Unesco's experimental functional literacy projects that I have earlier referred to can be drawn upon(12).

Finally, there is the need for smooth and well-oiled machinery. Communication between the government and voluntary unofficial associations is facilitated when there is an official national board for adult education. In India, after five years of negotiations, the Ministry of Education and Youth Services set up in 1969 the National Board of Adult Education. It met for the first time in May 1970. That was a big step forward. Now that the channels of communication are there, the organizations of professional and opinion-forming leaders in adult education are better able to participate in the formulation of government policy. And so the formation of such associations and Boards is worth considering in all countries.

WHERE DO WE START?

It will be for you, distinguished Vice-Chancellors, your colleagues and your councils, in consultation with your governments and other interested parties to

(10) Refer to footnote (8)
(11) "Report of the Conference on University Adult Education", Jaipur, 1965.
(12) "Functional Literacy", Unesco, Paris, 1970.

decide how each of your universities can best start, or reorient or increase its action in the field of adult education.

I will, however, make one single suggestion, namely that each of you arrange for the establishment of a working party in your university to consider the appropriate rôle of your university in adult education. Such working parties should not use traditional models, but rather seek their inspiration from an analysis of the development problems in the area served by your university with concentrated attention to the question of which of these problems can best be solved or alleviated by educational action. In this way it should be possible to design a strategy and programme based on functional considerations that are relevant to the needs of specific target groups. As our resources are limited, selectivity imposes itself as a necessity.

Also to achieve the needed results it is necessary from the outset to concentrate on quality rather than on a wide coverage. The quantitative expansion in Asian education has been so great during the last twenty years that it has been difficult to secure the necessary qualitative improvements. University adult education is, thank God, as yet a new field, and it should be possible here to aim at quality from the outset. Also it is in this way the universities can best provide models for the quantitatively much-more significant adult education work carried out by other agencies than the universities. In this quality work the best men and women in our universities, including our hard-working Vice-Chancellors, must be involved.

The final step will be to work out organizational patterns best suited to implement your quality programme.

And Unesco will walk alongside of you as you respond to this challenge. It will assist governments to extend educational planning to adult education, co-operate with you in developing adult education institutions and in the utilization of new media and techniques. In building your own high level manpower in adult education, it will co-operate with universities in developing professional training and research in adult education and making available short-term professors or lecturers in adult education. Above all, in aiding university renovation and reform in Asia and the world over, it will suggest structural, methodological and managerial models and means of universities becoming universities - centres of continuing education.

I have one further offer. It is that the conclusions of this meeting, the canvas of needs and potential that it indicates, and the practical follow-up of its recommendations by you become an important input into the two Unesco Conferences in 1971 and 1972, Conferences which will mark a further decisive stage in the development of education, all education viewed as an interrelated comprehensive learning process in Asia and the world:

The Fourth Asian Ministers' Education Conference in Singapore in June 1971, and

The Third World Conference of Adult Education in 1972.

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THE EDUCATION CONTINUUM

1970, the International Education Year is coming to an end. It has not been a year of celebrations or mutual praise. Rather it has been a year of reflection over our shortcomings and problems and a search for answers. It has been for me an unforgettable experience to see how the nations of the world have been able to engage each other in a constructive debate leading us nearer to the identification of the problems of education and to the concerted efforts for their resolution. The Unesco General Conference which has just concluded has approved the establishment of an International Commission to study and report on strategies for the development of educational systems. Thanks to you and fellow educators like you, that Commission will not treat education as synonymous with schooling, nor will it limit itself to the education of the children and the young. The discussions at the General Conference showed, for the first time in the history of Unesco, and for that matter for the first time in the modern history of education, universal acceptance of the concept of life-long integrated education. I started my address with this revolutionary concept and I close with it. It is on this fundamental concept of life-long education that you have centred this Conference on Continuing Education. That concept is both a major spin-off effect of the International Education Year which is now ending and a brightly shining lodestar beckoning the Second United Nations Development Decade which is now beginning.